DOCUMENT RESUME

ED 029 143 08 VT 008 391

By-Meaders, O. Donald, Ed.

Shared-Time Concept for Area Vocational Education Programs. Financing and Administering Area Programs. Interim Report, Part 4 of a Four-Part Series.

Michigan State Univ., East Lansing. Dept. of Secondary Education.
Spons Agency-Office of Education (DHEW), Washington, D.C.
Bureau No-BR-7-0211
Pub Date Feb 69
Grant-OEG-3-7-070211-2679
Note-41p.
EDRS Price MF-$0.25 HC-$2.15
Descriptors-*Administrative Organization, *Area Vocational Schools, *Dual Enrollment, Educational Finance, Educational Legislation, Operations Research, Program Administration, *Program Descriptions, Program Development, Program Planning, *Vocational Education, Workshops

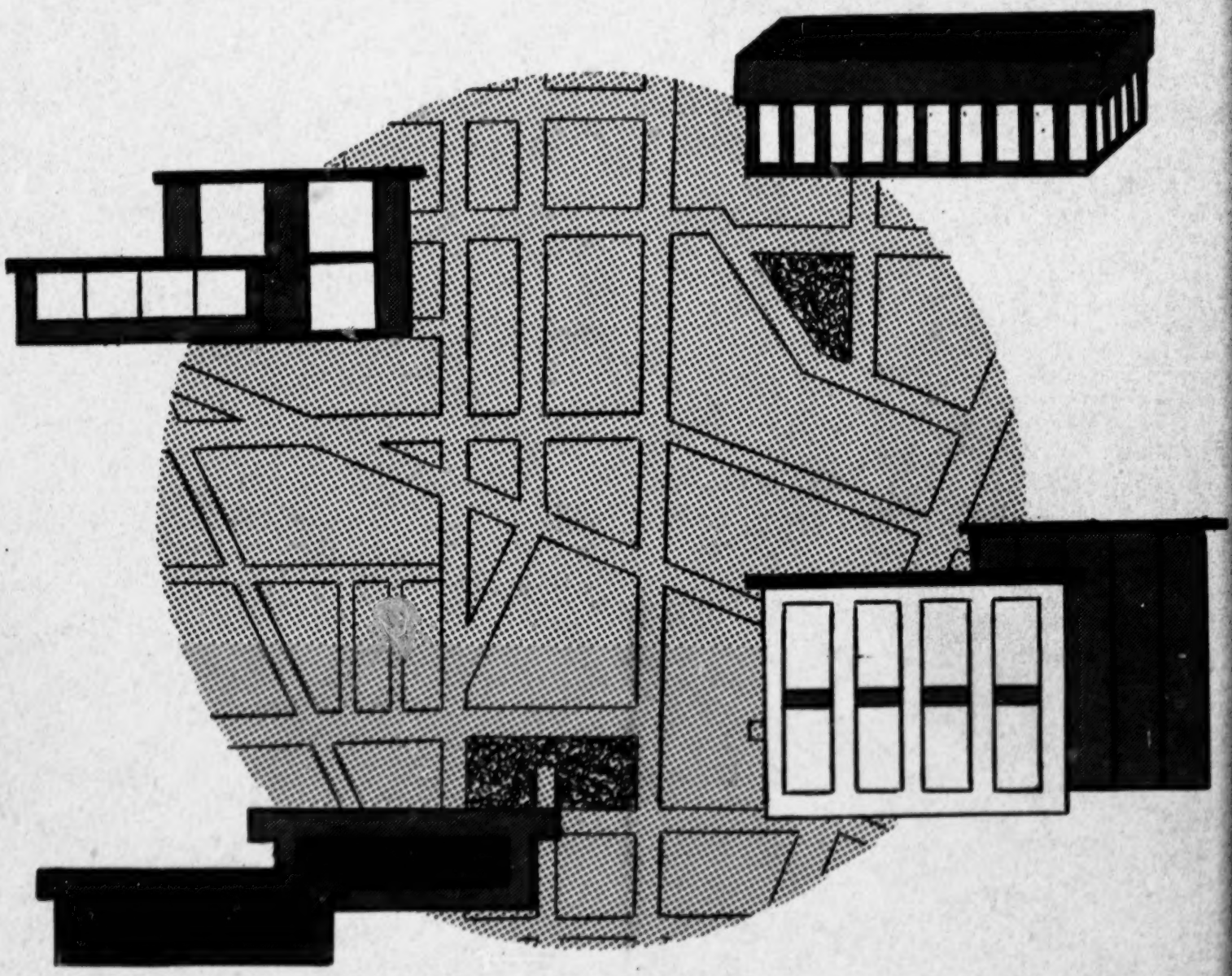
The Shared-Time Concept project was one of several conducted under a grant for a developmental vocational education research and teacher education program. Objectives were (1) to determine the extent and nature of use of the shared-time concept for conducting vocational education programs, and (2) to develop some administrative guidelines for establishing shared-time programs. Three kinds of activities were conducted during the course of the project: (1) data gathering and analyzing activities, (2) leadership development activities, and (3) dissemination activities. This publication, the fourth in a four-part series, is based on addresses and discussions in two workshops held July 1966 and July 1967 to discuss the shared-time concept. The topics treated include Legal Considerations, Alternative Administrative Patterns, and Financing Area Programs. Some of the specific experiences of administrators of area programs in Michigan are provided for others to consider in developing area programs through use of a shared-time concept. Other publications in this series are Community Factors (VT 008 390), Considerations for Curriculum Development (VT 008 392), and Practices and Procedures (VT 008 389). A final report of this project is available as ED 019 513. (MM)

ED029143

INTERIM REPORT
FROM
PROJECT NO. 7-0211
GRANT NO. OEG-3-7-070211-2679

PA-08 OE-BR

RESEARCH & DEVELOPMENT PROGRAM
In Vocational-Technical Education



Shared-Time Concept for Area Vocational Education Programs

• Financing and Administering Area Programs

Part 4 of a Four-Part Series

Department of Secondary Education and Curriculum
College of Education
East Lansing, Michigan
Michigan State University

VT008391

RESEARCH & DEVELOPMENT PROGRAM
In Vocational-Technical Education

Project Report No. 4

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL OFFICE OF EDUCATION POSITION OR POLICY.

Part 4 of a Four-Part Series:

SHARED-TIME CONCEPT FOR AREA VOCATIONAL EDUCATION PROGRAMS,

•FINANCING AND ADMINISTERING AREA PROGRAMS,

The research reported herein was performed pursuant to a contract with the Office of Education, U.S. Department of Health, Education and Welfare. Contractors undertaking such projects under government sponsorship are encouraged to express freely their professional judgment in the conduct of the project. Points of view or opinions stated do not, therefore, necessarily represent official Office of Education position or policy.

Department of Secondary Education and Curriculum
College of Education
Michigan State University
East Lansing,
February 1969

FOREWORD

The use of the "shared-time concept" has increased rapidly in recent years as a method of extending and improving vocational education programs. The concept has been used to organize and conduct the cooperative arrangements whereby students enrolled in a "home school" have been provided access to specialized occupational education at another school. These arrangements sometimes involve two or more high schools within one large district; sometimes it involves two or more public school districts; sometimes it involves cooperative arrangements between public and non-public schools; and sometimes it involves cooperative arrangements between high schools and a community college.

In spite of all the philosophical and sociological factors which may inhibit or may encourage the utilization of the "shared-time concept", two overriding factors are the legal and financial considerations. The legal bases for conducting educational programs vary from state to state, and such variations may serve as either effective incentives or deterrants to expansion and extension of vocational education.

This publication is the fourth in a series of four based on some of the addresses and discussions in the two workshops (July 1966 and July 1967) held to discuss the "shared-time concept". The series of publications includes:

1. Community Factors
2. Considerations for Curriculum Development
3. Practices and Procedures
4. Financing and Administering Area Programs

Appreciation is extended to the persons who helped in the many activities which resulted in the emergence of the shared-time concept in relation to area vocational education programs. The superintendents, principals, directors, counselors and teachers who shared their experiences as well as their dreams are the persons who have provided the try-out of ideas. In addition, from these persons have come questions and challenges which helped formulate new theories.

Finally, thanks is expressed to my colleagues who have shared their ideas and enthusiasm as well as asked the probing questions to call attention to possible problems or new directions.

O. Donald Meaders
February 1969

TABLE OF CONTENTS

Page

Some Legal Considerations for Developing Vocational Education Programs Using Shared-Time Concept (Dual Enrollment). 1

Some Alternative Administrative Patterns for Organizing Area Programs Through Use of Shared-Time Concept 8

-The Organization of the Muskegon Area Program. 8
-Shared-Time Concept Experiences by the Cheboygan Public Schools 11
-The Jackson County Community College 12

Financing Area Programs. 21

Summary. 36

SOME LEGAL CONSIDERATIONS FOR DEVELOPING VOCATIONAL EDUCATION PROGRAMS USING SHARED-TIME CONCEPT (DUAL ENROLLMENT)*

I feel a great deal of responsibility to be asked to explain to you some of the changes in the law that affects the field of area vocational-technical education programs.

THE ROLE OF THE INTERMEDIATE DISTRICT

I will start by reminding you that vocational education is recognized as a program in school law and has been with us a long time. I have known the Smith-Hughes programs ever since I have been in law. You have been operating these programs in separate school districts. There has been no real change in recent legislation affecting the program of vocational education legally as operated by high school districts. The change came in 1963 and expanded the possible service area for vocational programs from the territory of one high school district to that of the intermediate school district. (Formerly called the county school district.) The county school district pattern was an interim school district in the State of Michigan -- somewhere in between the State level and the local school districts. That office was changed in name and very greatly in scope in 1962. First, the name of the county school district was changed to the intermediate school district. The scope of jurisdiction of that type of school district has been greatly enlarged. The first change really was in 1963 as Act 190 which was an amendment.

This amendment permitted intermediate school districts to hold elections to adopt what was called the area vocational-technical education program. The intermediate board of education can initiate an election to be held throughout the intermediate district. Approval is required by a majority of the voters in the combined districts for adoption of this area vocational program involving a charter limitation to tax for this purpose.

The pattern for adopting the special education program for an intermediate district preceded the one for area vocational education programs. All the legislation did was to apply the same procedure for vocational education. Following the authority in the law to establish area vocational training programs came an Act in 1966, (Act 114) under which the intermediate board of education has a right, with approval of the voters, to issue bonds against the intermediate school district, as security:

> "For the purpose of purchasing, erecting, completing, remodeling, improving, furnishing, equipping, or re-equipping

---

* From an address delivered by Mrs. Fred Thrun, Attorney, Lansing, Michigan, at a luncheon during the workshop on Shared-Time Area Vocational Education Programs, July 19, 1966.

> area vocational-technical buildings and other facilities, or any parts thereof, or additions thereto; acquiring, preparing, developing or improving sites or additions for vocational-technical building and other facilities."

This is the second time the Intermediate Board in the last two years has been given authority to issue bonds. In last year's session they were authorized to bond the intermediate district to construct office housing for their staff. The provision for vocational education is a major bonding authority. We have several clients who are waiting for information regarding the necessary steps to start their building programs.

ESTABLISHING AN AREA VOCATIONAL EDUCATION PROGRAM

Because my responsibility is not one of policy, but one of purely technical legal steps, I'll briefly try to tell you what we in our law firm think the steps are for establishing the program and issuing the bonds.

First, it requires an election in the Intermediate School District to adopt or to set up the area vocational program, with the tax rate -- it's in the same ballot -- ("...Shall the area vocational program be established provided the annual tax shall not be more than ___ mills.").

The election to come under the provisions of the Act and to secure operational monies can be held under present law on the annual election dates only. Now there's been some misunderstanding in this regard. The election to adopt the program and set it in motion can be held only on the second Monday in June, which is the annual election date in 96 percent of our districts in the State. A few local school districts have their annual elections set by their own charters on their own dates, but if their annual election is on another date, that district must call a special election on the second Monday in June. The intermediate district cannot call a special election to vote on coming under the provision of this Act. The reason for this, no doubt, is that the intermediate district has no general authority to call elections of any kind. Each local school district has the mechanics for elections and to hold elections at some time other than the annual election would impose additional cost.

The intermediate district has no budget for election costs. The constituent boards would probably resist calling special elections. At the annual school election next spring you could vote to establish the program with the tax rate. After that is done the 1966 Act authorizes the intermediate board of the county to call a special election to vote on the bond issue. The bond issue may also be presented at the annual election. This involves a problem of timing. You adopt the program next June, then a special election may be called to vote on the bonding question. In this State when you do that you must vote as we say "in the manner of a registration district" which takes a minimum of 45 days. So within two months after the June annual election, if your planning were completed, a special election to vote on the bond issue could be held. The bond issue is used, of course, for building facilities and acquisition of sites.

Now, there's another distinct difference. Title to buildings and sites acquired through this financing approach remain with the intermediate board. This is a new approach. Prior to the 1966 legislation, the title to vocational education buildings could only be held by local school districts.

There is one other thing I should mention in Act 114. First and second class school districts (Detroit, Flint, and Grand Rapids)* may by resolution of their own board exempt themselves from participation in this area vocational program. That would mean, for instance, in Kent County the Board of Education of Grand Rapids could by resolution notify the Intermediate Board that it is their desire to exclude themselves so that the election in June in Kent County would not involve the Grand Rapids School District. Nor would the bonds issued later be paid from taxes against the Grand Rapids School District. The same situation could apply to Flint and Detroit.

The election is called by the intermediate board with proper notice to the constituent boards. The form of ballot is in the statutes and they come from the intermediate office. The millage limitation requested is fixed by the intermediate board. The canvas of the votes is a combined canvas of all of the participating districts. The participating districts are election precincts and the return of the election inspectors combined go to the county board of canvassers for canvas. It takes a majority combined vote.

Upon adoption of the program the intermediate board is prohibited from operating these programs. This is a difference between area vocational education programs and special education programs. The statutes expressly prohibit the intermediate board from operating this type of program. In the special education program, the intermediate board may operate one type of program -- the trainable child who is not eligible otherwise for school attendance, and it may operate the entire special education program if no other constituent district is operating a program in that area. The area vocational programs, of course, must be approved by the State.

I'll leave that Act for a moment if there are no questions. You have a new Act to operate under and we must take time to study and understand its operation.

Our legislature has changed its trend since our new constitution. I haven't checked this, but I would venture that 80 percent of the legislative acts that were passed by this legislature were given immediate effect. Some of these acts are in effect before the lawyer can even secure a copy. We can get the enrolled bill, but the changes that were made after introduction in the legislature are not included. There is one feature from our standpoint which is good in the present situation. You can't vote on area vocational programs until next June. We're going to resolve to our satisfaction, because we have to approve the bonds that we help the boards issue, as to whether you might possibly under the present law vote to adopt the program and at the very same election vote the bond issue. Don't go away thinking I said you could under the present law. We're going to take it under careful consideration. We think there are some serious doubts about it and

---

* Lansing has since been designated as a second class school district.

between now and next June you have another legislative session. That is one item you could take care of. And I think it might be well to think of doing it for this reason. Most of the time you don't want a newly organized district to vote bonds at the same election that created itself because there is no board to do the underlying planning needed for a bond issue and to get the district organized. That's not true here. The board that does the planning for the facilities and their location is the intermediate board which is in existence and is doing its constructive work right now. With minor legislative change you should be able to vote both of these issues at one election and make it a package deal.

Once again the legislature forgot that elections cost money. Who bears the cost of special elections? I really don't know. We're in the same situation on that question that we are with the K-12 reorganization problem. That's one of the questions in our ten lawsuits. Is it a misuse of money for the intermediate board to be paying the cost of elections? The statute is absolutely silent on who pays the cost. That should be corrected. My feeling is that I'd rather argue that the cost of the bond election is a cost of the intermediate board. The tax is an intermediate school district tax and the title to the property stays in that board, but I have no legal backing in this.

SIGNIFICANT LEGISLATION

There are two other acts I thought might interest you. The Community College Act is one of these. The Community College Act is an Act of 1955. The new community college code has been passed and it becomes effective October 1, 1966. What I am saying applies to the new code as well as to older legislation. Under the new Community College Code, the community college board may operate these area vocational programs; they may construct buildings, bond for them, and if they do so they may take in non-resident pupils into the community college district; but if they do, they charge tuition for those pupils on the same basis as for any non-resident college student. Let me stop right there. I've told you that the community college district, if it takes in these non-resident students in the local school district centers, they are not tuition students. I'm going to get into that a bit later because I need to give you the pattern to back that up.

The other Act that I think you should know about so that we have the legal framework is not so new; it's an Act of 1951 which for want of a better term, we call the Joint Venture Act of Inter-governmental Contracts Act. Under this Act, it's a very short one and doesn't apply solely to school districts, it says that any municipal unit of government may operate and perform jointly any function which it has the authority otherwise to perform singly. That's the Joint Venture Act. Section II of that Act, which says that any municipal corporation (and school districts are such) shall have the power to join with any other corporation or with any number of combination thereof by contract or otherwise as may be permitted by law, for the ownership, operation or performance jointly or by any one or more on behalf of all of any property, facility or service which each would have

had the power to own, operate or perform separately. That Act is one of the most important basic statutes to operation of vocational education centers. . .the authority for two or more K-12 districts to operate jointly.

That brings us now to what you call shared-time concept programs. The only legal basis at the present time in Michigan law for the shared-time concept program, (and I think it's a legal misnomer) is this Joint Venture Act. And joint venture covers only school districts as far as you are concerned.

QUESTIONS AND ANSWERS

Question

How can school districts which are not a part of an intermediate district which votes millage for a vocational-technical education program, participate in an area program sponsored by that intermediate district? What would be the legal implications for their financial participation?

Answer

In brief, what is meant is this: If Lapeer County Intermediate District votes affirmatively on adopting a program, all of the constituent districts that lie within the intermediate district are participating in the programs that they set up. How can a district in neighboring Genesee County, which has not adopted the program, or voted it down, participate in the Lapeer program? Can they participate at all? The only way a district in neighboring Genesee County can participate is through the authority found in the Joint Venture Act which says: "Any constituent district by resolution of its board of education may become constituent to another contiguous intermediate school district." It requires a resolution of the board of education of the Genesee Intermediate Board, both with Genesee and Lapeer, and it requires the consent of both boards. In this situation since Lapeer has the vocational program with the taxing charter power of one mill, the electors of this district wanting to shift must vote favorably on that program in order to join the Lapeer district, i.e. following the affirmative resolution by both of the intermediate boards, the local district must vote to accept the existing on-going program of the other district.

Question

Could that also be done under the Joint Venture Act?

Answer

The Lapeer Intermediate School District Board does not have any authority to operate a program. The board that wants transfer to the Lapeer ISD may have its own vocational education program. The transfer would be for the purpose of being part of a district with tuition-free attendance at an area canter, but not for the operation of a program. The transfer would be for the purpose of being part of a district with tuition-free attendance at an area center, but not for the operation of a program. My answer to your question is, I don't know. I can tell you that if Genesee and Lapeer

Intermediate School District Boards both vote to combine their programs, they may do so under the Joint Venture Act.

Question

Let us pose a hypothetical situation. If the Muskegon Intermediate District Board were to pass a millage for operation of an area vocational education program and then contracted with the Muskegon Public Schools for operation of the program, could a Joint Venture contract for vocational education be effected between Muskegon Public Schools and a district in Oceana County contiguous to Muskegon County?

Answer

First, it must be noted that the intermediate school district may not operate the programs. Secondly, the district in Oceana County would have to be contiguous to the Muskegon Intermediate School District. With those two qualifications in mind, it is my opinion that such a contract could be effected; I doubt, however, that the Oceana district could participate in the fringe benefits of the county program which is adopted in the Muskegon Intermediate School District.

Question

By fringe benefits, you mean special education programs?

Answer

I know of no instance in Michigan where two centers are jointly operating special education program under the Joint Venture Act. You are asking if this could be done; I am not in a position to deny that this could be done. I think it can be under existing law.

Question

Could these "outside" districts participate by paying tuition to the operating district?

Answer

I think the operating district, (the K-12 district within the intermediate district) that has the county-wide program, could receive non-resident pupils by the tuition approach, but not via the tuition-free approach.

Question

Could that tuition be based on both the combined operation and capital outlay costs?

Answer

Not at the present time. The tuition formula is established primarily in the State Aid Act and also in the State Code. Neither have been amended to

include capital outlay improvement costs and such amendments would be necessary before tuition could be based on the combination of operation and capital outlay costs.

Question

Could Joint Venture contracts include capital outlay costs?

Answer

Not in tuition charges alone. But I think such a contract could include consideration of capital outlay as well as operational costs.

Question

What specific conditions should be included in contracts written between an intermediate board of education and a board of the school district of community college designated to operate an area vocational program with funds collected by the intermediate district?

Answer

There are two kinds of contracts. One is a contract between the board of an operating center within the intermediate district, the vocational center in a K-12 district, and the intermediate school district board. The contract between these two boards covers the payment of annual operating allotments from the intermediate school district (ISD) vocational funds raised by the county tax that was voted. The payment is made on a per pupil basis to the operating district. The statute does specifically take in the capital costs. A simple contract is all that is required. First, the local district must be designated as a center by the intermediate board with approval of the State Department of Education. Next, the contract, a two-way agreement, indicates the agreement of the local board (area center), in consideration of payment of the agreed upon formula per pupil amount covering operating costs, to educate, without tuition, all of the students resident to the entire area (non-resident to the local board) assigned to the school by the ISD office.

SOME ALTERNATIVE ADMINISTRATIVE PATTERNS FOR ORGANIZING AREA PROGRAMS THROUGH USE OF SHARED-TIME CONCEPT*

(Chairman) The four gentlemen who compose this panel have responsibilities which uniquely qualify them to help us gain a better understanding of the many dimensions of administrative patterns for area vocational education programs. Harold Fisher, from the Muskegon Area Intermediate School District, will discuss the intermediate school district program and the administrative organization for the area vocational education programs in Muskegon County.

THE ORGANIZATION OF THE MUSKEGON AREA PROGRAM

(Mr. Fisher) Thanks, Gordon. I have some sheets to be passed out illustrating the organizational structure of the Muskegon Area Vocational Center.(See the following page.) Our organizational arrangement is one that we proposed in the vote we had a year ago last June, and up to this time we are still planning with this concept in mind.

We feel it's flexible enough to allow changes. First of all, it was largely taken from the pattern found in most Michigan counties where special education programs are operated "through" the intermediate school district, not "by" the distirct. As you all know, legally the intermediate school district cannot operate these vocational education programs, and, to my knowledge, there is no district in the state which indicates any wish to operate them. Muskegon County certainly did not want to operate the program, but merely wanted to set up the machinery as a service organization so that we could have an area-wide, shared-time program to serve the people in Muskegon County. This would involve twelve public high school districts and two parochial high schools, all within the jurisdiction of the Muskegon Area Intermediate School District.

The advisory committees are an important part of the entire organizational structure. To start with, the money for the program would come through a vote of the people in the intermediate school district. Therefore, the board of education of the intermediate school district would be charged with the responsibility of distributing and spending these particular funds. Under the present structure, any state and federal aid for vocational education

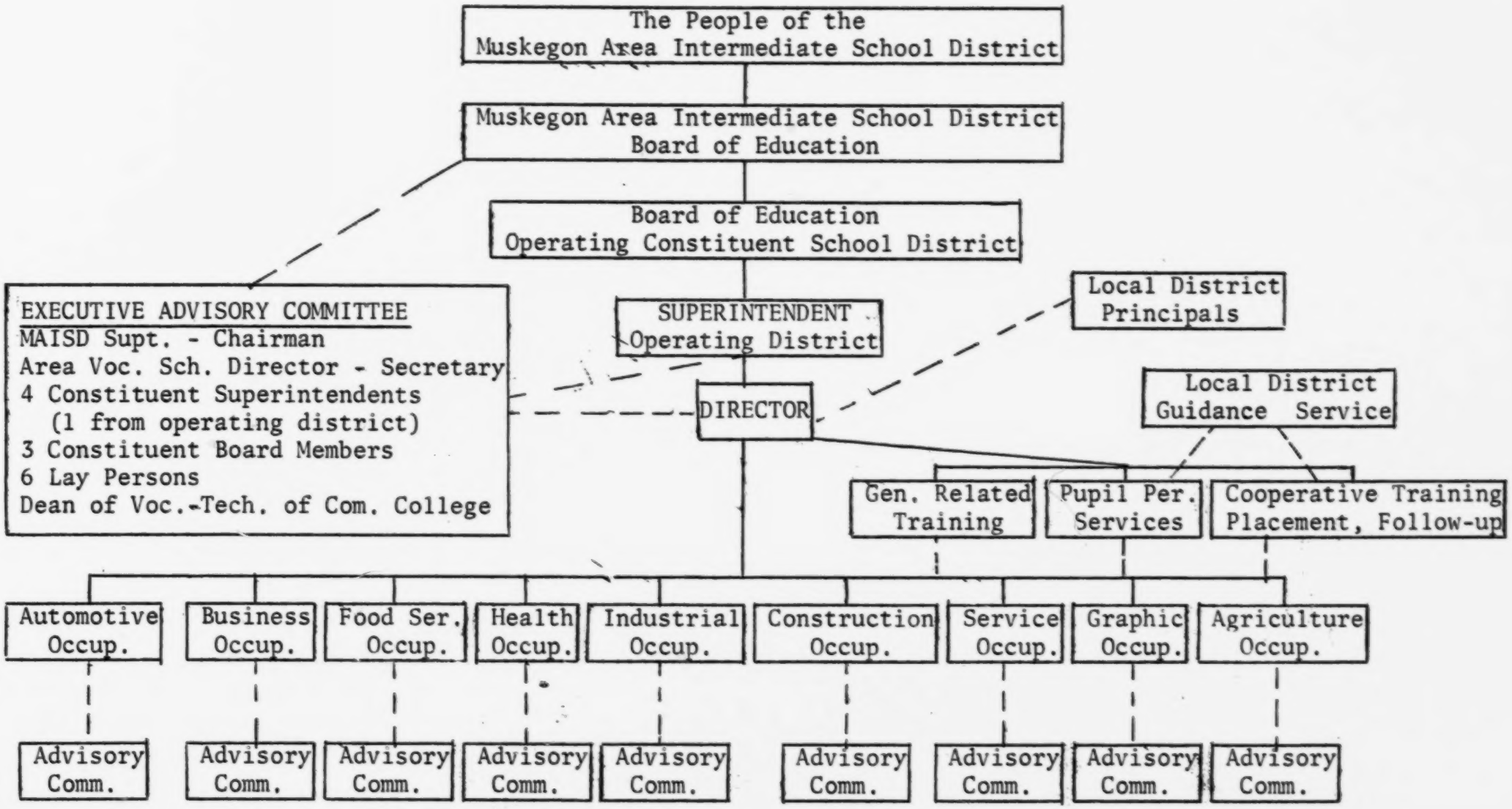
---

*Based on the recorded comments of a panel at the Workshop held July 19 - 20, 1967. Panel chairman: Dr. Gordon Johnson, Administrative Assistant to the Dean, Western Michigan University; Harold Fisher, Vocational Consultant, Muskegon Intermediate School District; James Hyatt, Principal, High School, Cheboygan Public Schools; and Harold Matthews, Dean, Vocational-Technical Education, Jackson County Community College. The remarks made by Arnold Metz, Director of Adult and Vocational Education, St. Clair Area Schools, another member of the panel, were not available because of mechanical difficulties with the recording equipment.

ORGANIZATIONAL CHART

MUSKEGON AREA VOCATIONAL CENTER

MUSKEGON, MICHIGAN



cannot go to an intermediate school district because it is not the operating district; so, needing someone to operate it, we chose the route of having one of the constituent school districts be the operating district. An alternate choice was Muskegon County Community College, but there was no desire there for getting involved in secondary level programs.

We have proposed that the intermediate school district board of education have an advisory committee or council which would advise the board on all vocational policies. This council, which you see portrayed on the left side of the chart includes the intermediate school district superintendent as chairman and the vocational center director as secretary. Since there have been no problems, no real disagreements while using this pattern for the past six years in special education, we thought we should follow it as a working model. Also serving are the superintendents from the constituent operating districts and three others selected by the County Superintendents' Association. We also felt that the County School Board Association should select three of the members. And then, six lay people would be selected from business and industry. The dean of vocational-technical education in the community college would also serve on this advisory committee.

This committee would act on an advisory basis, offering suggestions to the intermediate school district board of education, which then has to make the decisions. The board of education of the operating district comes into the picture too, in a very direct way, because it is responsible, in receiving the funds from the intermediate district board, for spending them in the way in which they would be directed by the intermediate district board. They would employ, through their superintendent, the director for the area vocational program.

This may sound as if we were talking only about a centralized facility, but I think you can see how this would work in somewhat similar fashion for area vocational programs which might be spread in several schools. We could have parts of the program going on in different schools in the area being served. Also we could have two or three boards of education each operating parts of the program. However, this would undoubtedly make the administrative arrangements very complex.

As shown, there would be a close working relationship between the director of the area center and the local school district principals. Also diagramed are nine instructional areas plus three particular parts of the program: the pupil personnel services, vocational guidance, and related training in a cooperative program, which is already on a county-wide basis in Muskegon and operated by the Muskegon Public Schools. These three existing services are to be incorporated into the area-wide program. Much of the general related instruction would come under this same total area-wide program and be headed up by an assistant director within the administrative structure. We had planned, and still plan, to have an assistant director of pupil personnel services, who would also cover the cooperative training and its related instruction, working very closely with local high school counselors. The assistant director might have a very close working relationship with the department heads in each of these various occupational areas as shown in the organizational chart, with each of these occupational areas having its own advisory committee.

Some say this is a flexible plan and we feel it is, in that these occupational subjects could be taught in different locations. For example, in our plan graphic arts reproduction would be taught within existing facilities. Agricultural courses would be taught in two schools in the county which already are presenting adequate programs.

If any of you have questions for me later, I'll be happy to answer them. Thank you.

SHARED-TIME CONCEPT EXPERIENCES BY THE CHEBOYGAN PUBLIC SCHOOLS

(Chairman) We now give a principal an opportunity to talk about his experiences with the shared-time concept. He is Mr. James Hyatt from Cheboygan Public Schools.

(Mr. Hyatt) After hearing two distinguished people speak before me, (see footnote on p. 8) I feel slightly uneasy, for I have little to add to that which I already said to some of you a short while ago.

Basically, my experience with the shared-time concept has been with the working of a shared-time program in our Catholic and Public Schools, now located across the street from each other. In 1951, the Catholic group approached the public school and suggested that perhaps some of their students might attend public school for some classes. That year, twenty-two students from the Catholic high school across the street came to the public high school and took classes in shop and in homemaking. Since that time, the program has developed to the point where we have had as many as ninety students from the Catholic high school taking one or more public school classes.

Sometime next year, we are going to be in a new building, about a mile and a half from the present site. Therefore, we are going to face some problems. It would be inconvenient for students to run over in the middle of the morning for one class, and then run back. We have been discussing this for about a year, with the result that the Catholic school people decided that they would have their students come to the public school half-time. In other words, all the juniors and seniors will be in the public school all morning, and all the freshmen and sophomores will be in the school all afternoon. I guess this would be about as extensive a shared-time program as we have heard of anywhere. The Catholic high school now is dropping its biology, science and commercial programs and we will be taking on all that responsibility for them. They are sticking strictly to their English, social studies and mathematics programs. Some of their students will be enrolled with us for even more than half the day.

What we are going to do in vocational education is not really too clear-cut yet. About two or three years ago, we had a team from Michigan State University conduct a five-county area study called Top O'Michigan Area Vocational Education Study, in which were made certain recommendations for the development of an area vocational education program with one center and three sub-centers. In our school district alone, there are about 285 square miles with about 2700 students and two high schools accounting for about 850 students. From these figures, you will easily sense the sparsity of population in the area.

Transportation, I think, will be one of our big problems. With even so few students, we still have a lot of miles to drive. The Top O'Michigan report suggested that Petoskey, East Jordan, Cheboygan and Gaylord be designated as centers. Petoskey has developed a program that is operating at least to a limited extent. Cheboygan has not been designated by the State Department of Education and is not doing anything yet. Gaylord does have a program functioning that we feel is not going to be fully effective until we have the area programs developed through the intermediate districts. We have a committee operating now, composed primarily of school superintendents, with some principals and vocational people attending. We are trying to develop an organizational basis for the program, for which I expect the intermediate district will contract with the local school districts to operate the area center. We have not voted, but probably will have a vote sometime this fall, for one and a half or two mills to operate these centers. It is hard to say much more about our vocational program when there is none as such. However, I'll try to answer any questions you may have. Thank you.

THE JACKSON COUNTY COMMUNITY COLLEGE

(Chairman) We have one other type of administrative organization to be outlined for you this morning. Jackson County Community College has an organization which is unique, and I'll leave its explanation to Mr. Harold Matthews, Dean of the Vocational-Technical Program at the College.

(Mr. Matthews) Thank you very much. I've always said that some day I would like to speak to a group of strangers. I would never have to worry about exactness for the details; however, complete honesty is essential today and I guess that is about the only way I know how to do it anyway.

It seems to me that our operation in Jackson County is a little bit unique, but before I take a few minutes to discuss it, I would like to introduce to you a member of the Jackson County Intermediate Office who is pretty much our right-hand person. You may wish to discuss some of my comments with the intermediate district representative, Dr. Henry Kuehl, our consultant for secondary education in Jackson Intermediate District. Another member of our team who is here this morning is Robert Hanlin, county coordinator for the secondary program on an area basis. I think that perhaps you can talk to these two people and really understand more about our operation than I can tell you here.

Essentially, our operations are extremely simple. The Community College is a county-wide entity, responsible for vocational-technical education as it relates to post high school as well as to the secondary operation in the county. Jim (Hyatt) talked about a shared-time operation. At the moment we are now cooperating and sharing time with twelve public school districts and three parochial districts. The last, and largest, school district will come into the organization starting this September. Our operations at the college related to instruction are essentially divided into two parts. We have a dean for arts and science, and we have a dean for vocational-technical education; it's just that simple. And all of these programs which have occupational significance, which could be completed within the legal framework of the institution, fall within the responsibility of the dean of vocational-technical education. Actually, on our campus, we have developed a series of shops,

laboratories and classrooms in which high school students coming to us spend a half-day and then they return to their home district for their general education during the other half of the day.

Our operation is predicated on the assumption that students will have had exploratory experiences appropriate to an "occupational area" prior to coming to us. Generally, on this basis, plus a guidance procedure that is pretty well outlined, they are admitted to the vocational-technical center operated by the community college at the request of the chief administrative officer of their home school. They come to us for a half-day, and the credits earned are simply returned to the home high school district and issued as their high school credit. We believe that this is a good procedure. It makes possible an educational continuum of starting a program at high school level, and, if necessary, carrying it on at post high school level, all within the same institution. You can talk about articulation committees, or any devices you wish, to make a smooth transition from one unit to another, and I think this is fine. But I do not think this is quite as effective as doing it all within one administrative unit.

We are operating what I call an educational service center. We are not a school, and we have no desire to be a school per se. We are not organized in an operational way to make it possible to be a school. We are servicing; basically, educational service is our function. I suppose that the key word for our total operation can be called "involvement".

We have a series of departments, some of which exist for high school youth and some of which do not. All of the people, whether their assignment is for secondary vocational education or whether it is for post high school vocational or technical education, are members of the same staff; only the assignments differ. All these people belong to the college faculty in that sense. The organizational pattern is one that revolves around a strong department chairman operation, who has largely the full responsibility for the continuation of development of curriculum and instructional patterns. I think one of the unique devices that we have is the development of a student personnel services group which is responsible to the dean, with all co-responsible to the director of student personnel services at the community college. Their function, as far as we are concerned, is one of coordination. Their major duty is to assist in the placement of high school youths in appropriate programs in the community college and on the college campus.

Really, the thing that we keep reminding our people, though they have learned the lesson well, is that they are not to go into the various participating high school districts and themselves perform services for that constituent high school. They assist the counselor or counselors within the high school districts participating, and help them to help their own students. We do not go in and say, "Move aside. We are here. We are the experts and we can do it." Instead we ask, "Can we be of help?"

Last year, we opened our operation with about 165 students from high schools in the county. We have received some support from our friends in the state and some criticism. We will open the second year of our operation with 300 high school students.

I am very proud to be a part of the kind of an organization that we have. I have seen good things happen to students, some from small school districts

who otherwise would never have an opportunity like this. We did some things right and some wrong, of course. Generally, I think we did well. Youngsters like the opportunity to get together, shoulder to shoulder, with those from other school districts.

I suppose that if, somehow, we could lay to rest the fears of educators, we could manage to catch education up with the expectations of the public, and probably move ahead very rapidly in areas of vocational education.

We had to face the problem of lack of appropriately qualified personnel, because, frankly, ladies and gentlemen, this is not "business as usual" but an attempt to develop an organization to the stage where we can have "business and usual", and the chances of success may be limited. We need a different type of administrative personnel organization from that which a typical high school or community college can offer.

We think our operation is working well, earning enthusiasm from everyone, including our own school people and constituent districts.

QUESTIONS AND ANSWERS

Question

Do you provide the same program for the high school and post high school student?

Answer

(Matthews) I figured that question would come at about this time. It is not a new one. Let me preface my answer by saying that ours is an operation you face and not one you fear.

The answer specifically is this: We are developing, have developed and are continuing to develop, a series of vocational education programs and a series of technical education programs. I think, honestly, that whether vocational education starts with secondary or post-secondary, probably it will make little difference. I would suggest that perhaps there might be a blending of high school and post-high school people. I do not think this statement will shake the earth, but the only place where we really segregate kids is in school. The rest of the time, they associate with people of all ages, and this is not problem. We have some programs which are designed primarily for eleventh and twelfth grade high school students. On occasion, we have a community college student who wishes to enroll in this beginning program and we see no objection. I think that as we wend our way down the path, trying to provide education for people, and not to mold people for what is available in education, that probably ten years from now there will be no significance concern as to whether one is a high school student or post-high school student.

Right now we have some programs designed specifically for each group. And in some cases this fall, we will have high school seniors enrolled in technical education programs which would be post-high school in other institutions.

Question

It would appear you have problems of accomodating different students at one and the same time. How do you solve them?

Answer

(Matthews) This is true, but our operation is large enough so we have several facilities of consumer types; so we are not expecting one facility to do all of the job all of the time. On the other hand, there are some things that you might like to know about. We have an adjacent county now actively exploring some possibilities of utilizing our operation. Much to my surprise, they seem to be willing to explore a different time block from the traditional 9:00 a.m. to 3:00 p.m.

Question

What is the source of funds for the high school program?

Answer

There was a 1.33 millage voted on a county-wide basis which includes the operation of the community college and all the facilities. The community college students normally pay tuition, while the high school students do not. This was voted on an area basis. Transportation is the responsibility of the particular school districts, because, as I said, we are running only an educational service center.

Question

Mr. Fisher had some federal money for financing a program. Please explain.

Answer

(Fisher) Our board has just authorized the signing of the contract with the Department of Urban and Housing Development. We were granted this about two months ago. It is a loan of $42,000 for the purpose of advanced preliminary planning. This was, to my knowledge, about the first one for any kind of area-wide basis with area planning involved, something they strongly favor. Now, as I understand it, it is being transferred over to another new division of H.E.W., as of July 1. The Urban and Housing Development Department is no longer handling this, but they are handling some paper work of ours because it was approved in the last fiscal year.

For some of you who are in the position of planning, this might be something worthwhile, particularly because, with H.E.W., if you want to get involved in a preliminary planning grant, there is an opportunity to receive other grants at a later time. It is operated under very much the same requirements as for municipalities, where water and sewer authorities, for instance, get grants for preliminary planning of facilities. We are now at the stage where we are ready to go into the selection of an architect, and this grant will pay for consultation services and preliminary drawings and site development plans.

The loan is repayable at the time construction begins. This has an interesting sidelight, in that you do not have to repay if you do not start construction, but it will always be an outstanding loan as far as the federal government is concerned. Normally, though, you repay when construction starts, as an interest charge is added after that date. I might add that, if you don't know about many of these things, it would be beneficial to your local school district to hire somebody to keep people informed about many of these activities. There is much money that is going back each year, from which our students might benefit.

Question

Has the shared-time program had any effect on the bonding issue for the new high school (for people in the Cheboygan area)?

Answer

(Hyatt) Yes, I think that our shared-time program did have an effect, and a positive one, because it allows every student now in the Catholic school to profit from what is in the public schools. The Catholic board was one of the first groups to support the bonding issue for the new high school. In fact, members of their board of education came out to one of our public meetings and one of the members rose on three occasions to emphasize the fact that this new building in our town must be big enough to accommodate every youngster in the city, whether he be in private or public school. I certainly have the feeling that a shared-time program did have a role in our last millage campaign. There was only one organization, one organized non-governmental unit, that came out and publicly supported the campaign besides our own board of education -- and that was the Catholic board.

Question

What are the problems and strong points of this type of organization? I believe the speaker indicated them and I would like him to repeat his statements on what these problems are, and how they may be overcome.

Answer

(Metz) This is a hard one to answer, because I have been with it so long that I would hate to say that there was anything wrong with it, though of course there may be. There was a survey of the vocational-technical programs and, from the results of that survey, I compared what our area is doing to what the average school is doing. In that respect, I think our program is worth the effort, but at the same time, it's a very clumsy thing to operate. As I think back, I remember that it takes about three years for an idea to get seriously considered. There are so many people who have to be convinced. When I first took the job I was an assistant, working with administrators of the high school. This was good, but provided a slow start. Concerning whatMatthews related, I guess I do not believe you should go in and ask "What can I do for you?" I have done this for ten years and find that by the time one principal is convinced, he moves to a different school, so you start all over again. I feel that we need strong leadership of some sort, and perhaps this would mean leadership from the intermediate district. I repeat, we need strong leadership.

Another point I wanted to "get off my chest" is related to the provision in the policy statements for the State which emphasize that if any school district could operate a vocational program they should do this rather than go to some other district. My experience with this is that as soon as a school operates a vocational program on its own, without any cooperation from any other district, the first thing it thinks of is its own program, and all others second. Here is an example of what happens. If they have an auto-mechanic program operating and are receiving some federal funds for equipment and special help, they have a tendency to put students into that program who really don't belong there but who really should go to some other program. They do this mainly to perpetuate the program as their own. Perhaps we are all guilty of this tendency. I question how large a district has to be before it can have a comprehensive high school, and do not think there is a satisfactory answer.

Question

As administrating centers I think you have got to make the participating schools do certain things. Will you please clarify your role as you see it.

Answer

(Matthews) Yes. A good administrator gets people to do what he wants them to do and when he wants it done, but basically because people want to do it. You have to have some advice on direction; you invite this. On the other hand, as the administrator of a program, you have to go in many times as a consultant would. You go in and say, "I am here to help you," and you can tell them some of the things that have to be done for them. You have to be a very good individual -- but yet you have to be an administrator too.

Question

What types of program do you offer?

Answer

(Matthews) Well, I think we are very traditional in the sense that we found the interests where our large community demands are. In our technology, we have at the moment four, with a fifth one on the boards. We have one in the electrical area, another one in the mechanical area of design, another in the area of metallurgical technology, and the fourth in mechanical technology. I talked about an educational continuum, so let's move from this level to the vocational, since that is where we start. Our vocational programs would reflect largely what goes on in our technical programs. Now we have programs in the areas of machine shop, drafting, a combination of electrical-electronics, and this fall we will be opening up one in service and repair, a two-year program in automotive service. We will not run appliance service and repair this fall.

We operate a rather unique program in what we call office education; we will be adding to the office education, a third portion which we will call duplicating processes.

Question

Do you provide graphic arts in your program?

Answer

(Matthews) No, there are no graphic arts. However, I think that if you look at the clerical field and at some of the smaller companies and larger companies who attempt to become relatively self-sufficient in the ability to print forms and reports, you will probably find that one of our programs, the office duplicating processes laboratory, will take us up through their mid-level of operation. We just do not see it in the graphic arts light.

Question

Of the participating schools that are involved in your programs, what is the percentage of enrollment, totally, to come from the twelve or fifteen school districts?

Answer

(Matthews) This year in the county it was around twelve percent, and next year it probably will be around fourteen percent. Of course, the national average, as you are all probably well aware, is fifteen percent, so it looks as though we are going to reach that. We believed that it would take a minimum of three years for our participating school districts to phase into the area concept, but it does not seem to be taking that long.

Question

How do you go about interpreting the area concept to the people you serve?

Answer

(Matthews) We do a pretty accurate job of interpretation. Interpretation to our own staff, of course, is where we start. I think that this is where any success or failure really starts. It is not in the home, where the kids live, or in participating school districts, but right within one's own staff. Then from that point, I mentioned we have a couple of people on our own staff who spend 99% of their time in the constituent school districts. In fact, if I find them at their desks much more than one or two percent of the time, I conclude that they must be loafing! So we have people on our staff, full-time who are paid to do coordinating activities.

Our key word is "involvement" -- involvement with our own staff, and with the guidance and counseling staff of the various schools. Bob Hanlin has been responsible for the production of a counselors' handbook which is designed specifically to help the counselors in the participating school districts work with their own students for interpretations of what we are doing in the center. It is a highly involved operation and that's why I think that it takes a highly specialized administrative structure to make it work. I am convinced that if you try to put this within the traditional administrative structure of an ordinary high school approach, or the traditional junior college approach, you cannot move it off first base. That is about the only thing I am sure of,

with everything else a matter of simply doing the best we can. I think that Bill Martin* will probably describe to you his program of orientation and exploratory experiences for the districts he serves. My operation is really quite similar to Bill's.

Question

We need a particular type of program, and I wonder if it can be effected through a handbook, though, of course, a handbook could be part of it. We have to have some of these exploratory programs that Harold and others have talked about, preparatory for going into vocational-technical areas.

Answer

(Fisher) Along this line, I mentioned some of the work that was done by the state Vocational-Technical Curriculum Committee. It was this problem of really contributing to the students' knowledge of the whole world of work that we think of in terms of a vocational education program. Basically, we are talking about fifteen or sixteen percent in the nation attending vocational programs in places where they have area programs. My feeling is that a number of superintendents feel this is too low, that we really should be talking about forty or fifty percent. Our youth should have some vocational application or vocational courses within their total curriculum before they get out of the twelfth grade.

Question

Do you have any specific scheme for reaching potential students?

Answer

(Metz) We arranged for meetings to be held in respective trade program classrooms, and we invited teachers related to it, counselors from all high schools, principals and superintendents to attend such meetings. Each was held right at class time so that the instructor might explain to these people while the kids are working on those things obviously in these scheduled programs. This year I also took this approach: I made presentations to all eleventh and twelfth grade boys explaining the various programs that were offered or could be offered. They thought this interesting. After I asked them what program they would like to enroll in, seventy-two percent of all boys in tenth and eleventh grades preferred some type of vocational training. Of course, when they went home and talked to their parents, there was a different story. But with no outside influence, seventy-two percent would prefer vocational programs.

CHAIRMAN'S CLOSING REMARKS

I just have one or two comments. First of all, I do not believe that anybody would ever expect that one system is the best, or that this should be the responsibility of one organization. It seems to me that it would be

*Remarks made by (William) Bill Martin are reported in publication number three of this series.

advisable to develop a plan on an area basis, a plan that would take into account all of the factors and alternatives for that area and would provide for things to be done by those people who can do them best.

The second comment I would like to make is that sometimes I wonder about administration, and whether maybe we shouldn't back up to the word "start" and take a look to see what kind of organization we need to put together to do a certain kind of job. I think sometimes most of us are quite guilty of looking around to see what someone else does, or taking a look at the very traditional administrative structure and saying "Well, I think we can use that." My challenge to you is to take a look at the job to be done, the people, the needs, the community expectations, and then develop a structure that will permit you to get the job done. That structure might be something a little bit "different".

Another comment is that I think there are two major factors in any kind of area program. One of the factors is, of course, the population density, and I think that if you are below a certain figure, and I am going to use 200,000, that perhaps this might tell you to organize and operate in one manner, whereas if you are above 200,000, the answer might be a little bit different. The other is, while all vocational educators are aware of community needs, why don't you give precedence to something called "community expectation". There is something really a little different here.

FINANCING AREA PROGRAMS*

Gentlemen, I would like to introduce to you our panel members. I shall start on my left with Dr. Robert Cahow who is Executive Secretary of Michigan Council of Community College Administrators. Next to Bob is Mrs. Helen Field who has long been active as a school board member in Highland Park and in the Michigan Association of School Boards. Next to me on my right is Nick Ianni, Superintendent of an Intermediate School District. On the end is a fellow everybody knows -- Cliff Smart. I will invite Cliff to open with a statement on financing. He has told me in advance that he will take the position of a legislator.

PROBLEMS IN OBTAINING GRANTS FROM THE LEGISLATURE

(Chairman's introduction of Honorable Clifford Smart) Our chairman Bill, members of the panel, members of the conference. It is always nice to come to a meeting and not know in advance who the members of the panel are going to be -- it keeps you on your toes. The first message that I got indicated that the panel would be announced, and I can tell you right at the start that I am in pretty fast company. I shall, therefore, keep my comments short for, as I found out in working with the legislature, it is sometimes better not to talk too much but to do a little bit of listening. I am going to do that this morning.

You people know that I was in education for a long time. For a few years I was representing MASA and representing the PTA and representing myself and so on. I thought that I knew quite a bit about what was going on. I thought that I knew what I was doing. But I discovered when I became a member of the legislature that there were many things that go on that are not on the surface. Many times we people who act as lobbyists, if you want to use that term for persons working with the legislators, do not get to the right place at the right time, and at times we get there with the wrong people. Some of the action that is reported on the floor -- or observed on the floor -- is not necessarily the way things get done in the legislature. So I am going to talk just a little bit about this legislative mind today since it relates rather closely to the subject that Bailey discussed this morning.

I do not think all is lost where those bills are concerned. I was pleased to hear Phil (Bailey) say too that this is a long term process at times, and

---

*Based on a panel discussion during the Workshop on Shared-Time Concept for Vocational Education, Summer 1967. The panel consisted of the following: Chairman: Dr. William Emerson, Superintendent, Oakland Intermediate School District; Honorable Clifford A. Smart, Representative, 60th District and Chairman, Education Committee, House of Representatives, State of Michigan; Mrs. Helen Field, Legislative Committee Chairman, Michigan Association of School Boards; Mr. Robert Cahow, Executive Secretary, Michigan Council of Community College Administrators; and Mr. Nick A. Ianni, Superintendent, Washtenaw Intermediate School District.

we get a little bit impatient when we know where the need is and all the work that we should be doing but are not -- and we just get impatient. We cannot understand sometimes why we do not get results. We have to remember that this whole question of financing education is all tied up in the political process. And I think school people generally are pretty much aware of that now. I think that there was a time that we thought if we came in with a legitimate proposal it would stand on its own merits -- that we would get good results. And we did not realize that it was so closely tied up in the whole political process. Now I look back at the history of this session this year, and I remember that some of you people at least sat through some education committee meetings and spent a lot of time in the galleries.

There is always this problem of competing interests for the tax dollar. Legislators are bombarded from all sides with the needs as expressed by different special interest groups. Of course, you people know that education is competing with all the other state agencies, and all state services. Sometimes we overlook the fact that we are competing with ourselves; that is to say, we have certain categorical pieces of this whole legislative process, and they are not always working together.

I know that this year in the vocational area when the bill came in to provide $338 per child for a half-day basis, we did not report that on the ad hoc committee because, under present appropriations and under present tax production, we could not see the possibility of even moving it through the house. So we did not do anything with it in education. We might have sent it to Appropriations, but when you send things to Appropriations, generally, you are sending it to the grave yard -- and you do this every once in a while to get it out of the book.

Bear in mind also the competing interests. You know all the segments of the educational enterprise were not behind that bill. For example, when we talked to the legislative representatives of some school superintendents in the State of Michigan, in spite of the official position of their own association they said: "We are more interested in getting some money for K-12 than we are in running off into some new program. (If the state appropriates special funds for the vocational education program, the loss of those dollars will hurt the K-12 program.) So let's not get so anxious about this at the present time." I can illustrate that position in relation to a lot of other groups. All of the community college people (I am talking about individuals not organizations) were completely behind appropriating at this time for area vocational schools because they have a special interest too. I know that I have talked with some community college people and their position was, "Well, we do not know whether or not we even have to start these area vocational schools; we can do the job in the counties and we do not have to have another set of facilities."

Now, I am not being critical about this or that other view. They naturally have their own special interests to consider and maybe there is an honest difference of opinion here as to how this thing has to be approached. Again I am not referring to the official position of any particular organization but to individuals.

I think that there are some things in this vocational education that we have to be aware of and I do not think that we have done our homework the

way we ought to do it with our own legislators, in our own area. Personally, I had some background in education and I probably have grown to understand and accept some things whereas "Jack" of the legislature might not think the way I do because of his background. He could have been a farmer, or a pharmacologist, a real estate man -- or what have you -- before he became a legislator. He probably does not think the way I do about vocational education. So I want to tell you just a little bit about those fellows. It may help you in your work as you go along!

First of all, I would say that in spite of what Phil said, and in conjunction with what he said, we have made some progress with the legislature in the area of vocational education in particular. But there is still some vagueness about it. The ordinary legislator has in his mind vaguely that there is something good about vocational educaton, but he does not know really what it is. He has gone only part way in understanding the concept.

Now there is another question in his mind: what is going to happen to our present high schools? As I have sat there and listened over the years, and worked with the legislators and with school people that come from various parts of the state, I have observed that there is a great feeling of pride in local high school operation wherever it may be. Local people are just a little bit jealous of any kind of a competing education enterprise that is going to do something -- and they do not know just what -- to this local high school situation. A legislator, when you talk to him, and he is one that is deeply involved in education, always asks the question: "Well, what is going to happen to this local high school now?" This is the other fact that we will have to take into consideration.

Of course the big issue is always: what is this deal going to cost? Again going back to what Phil said -- about HB 3020 -- there was no legitimate reason for sending 3020 to the Senate Appropriations Committee. It was not an appropriation bill -- everybody in this room knew it -- and everybody in the Senate knew it. But the attitude over there was: "Well, this might lead to some kind of money problems in the future -- and we do not have any money. So send this down to the Appropriations Committee and keep it tucked away for a while until we see what it means." Now while we are talking about 3020, I would like to suggest to you people that I think we could be a little bit optimistic. We might be able to move that bill before the first of the year. Another interesting thing about that 3020, was that all of the local school superintendents were not supporting it. And I will tell you frankly one of the things that came to me all the time about it was the cost to the local school district if the intermediate school superintendent or somebody else starts calling special elections to set up area vocational high schools. As Phil stated, the cost of these elections had to be distributed among the districts. This was a real problem to some of them.

Let me close with a few other things. This has been an unsatisfactory session in many respects as far as education goes. You should know that the tax structure we had prior to this year just does not produce enough money to carry out state enterprises the way we all think that they ought to be carried out. Again going back to this whole question of the political process, in the legislature the most unpopular thing you can possibly do is to load taxes on people's backs. And if you think that everybody loves a legislator who does this kind of thing, I would like to have you come to my office

and read the mail. I had a chap who wrote to me the other day and suggested that any legislator that voted for taxes should be decapitated. And he gave a good reason for it. He wrote: "You know, decapitation is quick and painless; in fact it would be much less painful to the legislator than it would be to the chap who had to pay for the taxes the legislator voted." So we have a problem: when you have to vote taxes you have got a problem on your hands. This is not a party problem; it is a political problem.

Now we had a bad situation develop this year -- we have an evenly divided house; the only way the Republican Party could pass a tax package was to get all of its votes on any tax package it presented. You people know that this was not possible because we had many people in our party who just were anti-income tax. The result was that we had to come up with a so-called bi-partisan package. When you get into this process of negotiation, you are into the political arena. Many kinds of decisions are made that are political decisions rather than sound educational decisions or some other decisions affecting the welfare of the State of Michigan. You negotiate over a period of time, and while you are negotiating, and each one is trying to outdo the other, you are losing. After many months of negotiation, we finally developed a tax package. And we all know that the tax package is not an adequate one!

You may think we had budget problems this year. We are going to have some real budget problems next year. Because we went through such a long period of negotiations, we lost many months of revenue. We came up to October 1 before the tax package began to produce. If we had had the new structure producing say, by July 1 even, it would have meant a whole lot more to vocational education. I think, basically, it was because of the divided situation in the House which delayed the action of the tax program.

Now, legislators are in fear of what this "vocational thing" is going to cost. And we have not told this story properly yet. We all know that a bill came in and was introduced this year by the department which called for $338; there was a bill that called for transportation-subsidizing and this involves a lot of money as all you people know. I do not know how we are going to resolve this and how long it is going to take. However, I do not think that we have to be pessimistic about it. Probably most legislators are resigned to the fact that it is a good use of public funds to finance vocational education; and they hope they can delay as long as possible so that they would not have to vote additional taxes on people -- particularly during an election year. Thank you very much.

A SCHOOL BOARD MEMBER'S VIEW

(Chairman) Now I think that we should hear from a representative from the State School Board Association, Mrs. Helen Field.

(Field) I have been asked to come to you to speak on area vocational education from a school board member's point of view. As the State Legislative Chairman of the School Board Association, I have assumed the prerogative of saying what I honestly think, although boards have spent many meetings considering ways and means to offer broad programs in vocational education. Much of my knowledge about school programs has been learned through experience on boards of education. I have been on my local board in Highland Park for

29 years and on the Wayne County Intermediate Board for 15 years. The similarity between us as board members and you as educators is that we also exchange ideas and experiences with other board members who derive no personal benefit from the delegation of responsibilities in one or another area of our schools. My conclusions will leave you, I am sure, with a picture of our concern for the deep needs of what we call quality education and vocational opportunities. These would enhance the respect of one child for another.

I believe, on the whole, board members are aware that our schools tend to be academically oriented. We also recognize the need for a new look at the courses offered for the child or the student in vocational training. We know that our regular academic courses are less expensive to offer and the choices that have to be made in our budgets tend to favor good programs in those courses of instruction that meet the pressures of college requirements. Vocational courses need capital outlay and vigilance to provide changing facilities in order to meet the changing times.

My first conviction is that vocational schools require and must consider the needs of the pupils in the geographical area that can use these services -- city, county, and school district. It is proven through research that, at present, out of every ten pupils, three will not finish high school, seven will earn a high school diploma, and only two will finish college.

We have been talking about a possible greater outlay of dollars for more research to determine the greatest number of areas that will benefit through area vocational schools, cooperatively or through K-12 schools. Close cooperation with community colleges may make a contribution if community colleges are willing to forego ivy league ambitions and truly offer the courses for the high school youth. Intermediate schools can be helpful in (1) a survey of these needs, (2) an analysis of the cost differences, and (3) in providing efforts to fill their true role of cooperating, and offering local services, but not by building an intermediate vocational empire. My reasons for believing this stems from a local school district's responsibility, that is, to provice education for the needs. We are responsible in each school district to educate for self-identity; we are responsible in each school district to educate for self-sufficiency -- to help each child find his best talents. But, most important of all, we are going to have increasing responsibilities to educate for leisure. The child best suited to benefit from vocational training is the child very often not highest in academic achievement, not participating in civic affairs, nor using time to know his associates.

We need specialists, it's true, but more than that we need men and women who will take an active part in understanding their responsibilities in a democracy. The home school district is the best place to train these students. I content that the area vocational school can never be a separate issue.

Fifty percent of our population was on farms in 1900; seven percent are today. Can we continue to impose more taxes on property? Today, our apportionment of state aid in no way recognizes income of the family -- in judging their ability to pay. Should we impose more millage on school districts alike for the "average" income when one may be less than $3,000 and another $10,000 or more per family per year? The wealth of our state shows an increase every year. Should some areas receive an opportunity to educate for training in goods and services and others be deprived? In this area of vocational education, so vital

to the future of our State, is the opportunity to be given only to the fortunate areas? As legislators feel great concern over the problem of financing to cope with present needs, so do we. School boards and educators struggle to solve this problem along with reorganization of school districts, providing capital outlay for public school buildings, special education problems, preschool needs, and devising a state aid formula which takes in ability to pay and rewards justly for more expensive programs. In the struggle for funds to give vocational and terminal training to the youth of today, surely our state and national governments will eventually be the benefactors.

I have not said anything to you about the results of work that has been done by civic groups or chambers of commerce working in the vocational area. I have said nothing about the schools that have started very successful terminal courses for children where young people are assured of a job as soon as they finish the two-year course. I have said nothing to you about the part industry has tried to play in this. But I cannot understand as the national product increases each year why our state and our national government do not have a real issue to face. Finally, I must say that I do not believe that increased taxes on real property can continue to be the major source of funds to support the needs of our public schools.

(Chairman) Thank you, Helen.

THE COMMUNITY COLLEGES AND VOCATIONAL EDUCATION

(Chairman) Bob, may I call on you now?

(Cahow) I am pleased to be with you this morning. I have the privilege of not only serving the community college presidents -- but I also serve as executive secretary to the Michigan Association of Community College Boards, an association made up of all 27 of the now existing community college districts. I have every reason to believe that there will be 28: that West Shore Community College will also become a member.

The topic is financing area vocational education programs. Let's be honest with ourselves, no one has any answers. Speaking for the community colleges, I am repeating statements that have been made in our group meetings by presidents and by members of the governing bodies. There is great concern as to how we can tie these programs together; programs that we see should be done at the secondary level, and on a post-secondary level (whether it is in a two-year or a four-year institution of higher learning). As all of you know there are several of our four-year institutions which have offered, over a period of years, one and two-year terminal types of vocational programs, and they have done it very successfully.

The community colleges are no longer junior colleges. They are no longer liberal arts colleges whose sole purpose is to prepare a youngster for admission to an institution of higher learning. The role of the community college is to provide a youngster with an opportunity to <u>either</u> continue his education in a general education for one or two years <u>or</u> to prepare himself for a skill-trade vocation. This is the role that the community college is meant to fill, and I think no one would be in disagreement with it.

When we zero in on the problem in our heavily populated areas -- Oakland County, Wayne County, Southeastern Michigan -- it seems to make a great deal of sense to provide for a division of responsibility. The secondary schools should have responsibility for initial preparation for employment. And then it should be possible for that young man or young woman to continue his or her technical training on a post-secondary level, at an institution of higher learning.

One of the things that disturbs me very, very much is the talk of some of the secondary school people. What are the employment opportunities for these young people of 15, 16, and 17 years of age, if we do all of the training in the high school? An employer today is faced with all sorts of rules and regulations that have been enacted by the federal government, state government, and local government to protect the health and safety of the individual and of the general public. Because of these rules and regulations it makes it difficult to employ these young people. I get quite worked up when I hear, "Well we are going to take this young chap and give him knowledge of auto mechanics," but really he ends up pumping gas. There is really more to be had -- and the community college can give it to these people.

I am watching with a great deal of interest the program at Jackson Community College. This is an innovation. We speak positively of innovations in education and here is one in our own state. As I have traveled throughout the state I have been interested and amused at the interest in two innovations that are taking place here in the State of Michigan. One being the vocational-technical program that has been worked out between Jackson Community College and surrounding school districts. The other one of interest is the operation at Oakland Community College. Oakland Community College has a complete breakaway from the traditional methods of teaching. The president has come in a few times to discuss and describe the new campus which is just off Interstate 696. When it was designed it was with three classrooms; the rest of the plant was designed for individual instruction in the tutorial method. Two of these three classrooms have now been put into use; the third one they are not sure of -- they may hang onto it as their security blanket!

How do we get the dollars to do the job in technical education? Some of the community colleges have now adopted use of a uniform accounting system which we hope will give us for the first time some accurate cost information. I have been faced with the very problem Representative Smart mentioned, when talking with legislators in terms of cost. We know the cost is there but we cannot pin-point it. We can isolate certain programs like the practical nursing, and the registered nursing programs. We know that they are costly because of the requirements that the national association, and the state board for nursing place on these programs. But it is extremely difficult to identify costs for the various engineering technologies. The cost studies which we were tempted to make probably would indicate that we have some very costly programs at the second year level in the general academic areas such as physics, chemistry, and foreign languages. They are very costly in terms of the number of students being served.

A year ago the legislature recognized there is a differential in costs on the community college level of general academic and vocational programs. And in the state aid formula they provided for $25 differential. They hoped that this would prove to be an incentive. It has not been because the financial

reward is not large enough. It is a big headache to go through the necessary accounting procedure in order to verify that the community college is entitled to the additional $25 allowance. It is a terrible experience to try to get enrollments checked out and equated with the number of youngsters enrolled in vocational-technical programs. And of course there is the problem of defining a program. We approached the legislature this year with a suggestion that the differential should be increased significantly. There was a great amount of interest. But we have much homework to do.

As I told you at the beginning we have found no answers to the problems of financing vocational-technical education. The school superintendents need your help, and the community college people need your help. In turn we hope that our information will be of help to you, and I would be glad to answer any questions that you have.

(Chairman) Thank you very much.

AN ANSWER: STATE, AND TO SOME EXTENT, FEDERAL INVOLVEMENT

(Chairman) Our next speaker is Nick Ianni. I shall now call on him.

(Ianni) Thank you. Members of the panel. Many of the previous speakers have actually shed some light on what the real problem is in financing vocational education at this date. In fact, I think the real problem is what all of the people have mentioned: we really do not know what we are trying to finance. And I suggest that we throw off the shackles of local initiative and local control and for once in our professional career really recognize what we are dealing with here. Our aim is to get more dollars to finance a portion of education which we think has a great deal of merit relative to developing the total quality. I think our objective today is to equalize educational opportunity for all youngsters -- and I think vocational education is a facet of it that will help to achieve that goal.

Let us zero in on this problem: what are we really trying to finance? I think, first of all, the Department of Education should possibly take the initiative by calling a state-wide conference on vocational education, and the Department should give leadership to the development of state-wide plan for vocational education. We now have all of the area studies and talk about them as if they are going to immediately resolve all the problems that we have relative to vocational education. Frankly, I can see Dr. Emerson achieving their goals locally because of conditions that exist locally; and I can see superintendent X and people in Podunk never achieving their goal because of the limiting factors that they work with. What I am pleading here this morning is for a common approach.

Let us take an educational program and look at it at least state-wide and say, "These are the things that we have studied locally; these are the things that we know locally; these are the things that we believe ought to occur locally." Then let us effect a kind of coordinating activity that would have us develop some type of a state-wide plan so that when we go to the legislature we can say -- it will cost X number of dollars to do this.

I think in education we are only beginning to use the kinds of processes that are, or have been, successful in other facets of our society. I am

talking about things like "systems analysis" or "cost benefit analysis". We must begin to apply these kinds of processes to educational planning such as this if we are going to succeed and if we are going to change some attitudes in the legislature. That is what we have to do. Representative Cliff Smart is our greatest supporter in the legislature because he has certain attitudes that allow him to move ahead, and because he believes in these kinds of things. How are you going to move the "unholy three" in the Senate that have some different attitudes? They will agree with you that vocational education is a wonderful thing, it is like motherhood and country. But when the time comes to take the step to vote the appropriations then the "unholy three" will not move unless we have done some things and changed some attitudes.

I have some general thoughts here that I want to throw out. I think first of all that it is clear and aptly put: we have to recognize the political process involved here; we have to understand the attitudes of the people in the legislature. When I go up in that gallery and look down on the Senate, I have a difficult time counting 12 people that will support any kind of decent legislation; and I am talking about any kind. Phil talked about getting HB 3020 through. These boys have some ingrained feeling about certain aspects of education. You mention Department of Education to some of them and you will get an hour dissertation on how bad the State Department is. You mention intermediate schools and you will get another hour on what a lousy bunch of boys we have in the intermediate schools and what they have done in reorganization, or what they have failed to do and what-have-you. These are some of the kinds of things that have developed these attitudes in these people.

We have to begin to get involved in the legislative and political process to the degree that we know the kinds of people that are going to be serving in a legislature. This means going back to your community and becoming active in the political process. We have tremendous people in both of our education committees in the legislature. But if we look at some other committees such as Appropriations, we are not blessed with the kind of perceptive attitude that ought to exist. And this has to change or we are only spinning our wheels and talking about really nothing this morning.

Frankly, if we can establish what we are really talking about, we have to make a general assumption that the state has to assume a greater share of financing the kind of thing that we are talking about. For example, it is going to take an involvement by the state in capital outlay. I do not know how, maybe it should be a state-wide type of program. I know definitely that if we are going to operate these programs on a day-to-day basis, that we need some real dollars and the State must assume the major share of the cost of operating these programs.

I need to mention the federal level because there has to be an involvement here. I definitely believe that financing at the state level has its limitations, and I think we are going to have to bring something broader into the picture. It will definitely have to be a federal involvement. However, I am not one of those individuals who feels that we can chuck all our problems off to Washington and expect to achieve the kinds of things we want to achieve here in Michigan. I think we can do the job here in Michigan if we get some help from Washington.

Now let us face it, at the local level our resources are limited. And I do not think that we can continually go back through the process of putting a

little more on the property tax for this or other educational activities. I think we have been more deceptive than legislators at times. But legislators like to impose a tax which seemingly people will accept in a good natured fashion. The sales tax is easy to assume because it is collected from you in pennies and nickels. People are not overly concerned when they have to pay that way. But I get pretty upset when I go to pay my property taxes because I have to pay it all in one lump sum, four or five hundred dollars all in one sum. When I make out my income tax annually, I notice that I have paid just about as much sales tax as I have paid property tax. But I howl much more about property tax than I do about sales tax.

The point that I am trying to make is this: the process that we use in financing education is important. We have used the property tax in special education, transportation, and we are meaning to use it now with vocational education. I think sooner or later we must get down to really being honest with ourselves and with the people who vote these appropriations. We need to tell them, "Look, this is a quality program and this is what it takes, and these are dollars that it takes to finance this thing."

Thanks for the opportunity.

CHAIRMAN'S ADVICE: "GO CATEGORICAL"

The chair is going to exercise a personal prerogative. There are a couple things that I think should have been said that people on the panel have not gotten around to saying. So for whatever they are worth, I am going to say them.

First, I would like to talk about the categorical nature of state funding. There are two traditional ways for either the state or the federal government to set up a system of financial aids for school operations. Those of us in the school game have fought over these for at least 40 years. One is general aid; and everybody knows what that is. It is a gross allowance with some kind of measurement either of effort or ability. It is issued on the number of bodies you have or the number of days you teach or something like that. The scholars in the field of school finance for many years have championed general aid as the best way, theoretically the most sound way of financing education.

Then of course there is the categorical method of funding. The categorical way of funding contemplates an appropriating body making a pronouncement that it is interested in a certain feature of education. It sets up some standards and it sets up some subsidy formulas that apply to specific bits of the instruction job to be done. There are some scholars who will argue that categorical aid is the only way. Some examples of this type of aid are the funding of programs for the mentally handicapped, physically handicapped, deaf, crippled, vocational education, transportation, remedial reading programs, Title I programs, Title II programs, Title III programs, and what have you. These are all categorical aids.

Now, it is my view that for a whole system of reasons we had better rest our case on categorical aid. We had better rest our case on appropriations that are ear-marked specifically for what our job is. History in Michigan and history across the United States proves that the general funding of

instruction under general aid has not produced generally accessible and generally excellent programs of vocational education.

You fellows in this room and your counterparts all over the country have been likened to bastards at a family reunion when it comes to budget time and you are up against the academic interests. If this is true, then as a matter of strategy I would recommend you do whatever has to be done along the lines of encouraging categorical aid generally, and specifically categorical aid for vocational education.

This raises another question because when you talk of categorical aid you are talking about a method of financing that stood supreme court tests as far as federal funding is concerned. There is serious doubt in the minds of some who have looked into it as to whether or not the Constitution of the United States permits anything but categorical funding. There are a whole system of reasons for this having to do with the separation of church and state, having to do with racial issues, and so on.

The reason that Michigan is going in the direction of area vocational schools is not because of any profound findings that were made in the State of Michigan. The finding was made in Washington. Michigan has configurated itself around to satisfy some guidelines established in Washington. If you want to call this federal control, you may do so. I think if you are going to take some federal money you have to take some federal point of view. I do not find our senators or congressmen in Washington any better or worse than Cliff Smart is over here. In other words, they represent us, as anyone else represents us. If they want to take a federal view, and make a federal finding in a categorical way with regard to vocational education that is just fine with me. As a matter of fact, I am guessing that some of these men in Washington can in certain specific ways exercise the claim of impartial wisdom that Cliff's constituents wouldn't permit him to exercise.

The thing that I am saying is that I think there are some federal problems in education that ought to be handled in a federal way. There are some state problems in education and they ought to be handled in a state way. Give to Caesar what is Caesar's. If you do not have standards you cannot say specifically what you want to do. If you cannot describe your objectives and your programs in operational and measurable terms you are in trouble with categorical aids. You are in trouble along the same lines as the fiasco of remedial reading programs which were funded this year and for which the Department of Education did not make any reasonable standards. So the thing went right through the ceiling with 7 1/2 million dollars. I assure you that a lot of the money in the State of Michigan was frittered away and wasted and we have a low quality remedial reading program in the State of Michigan on that account.

I am convinced that we have got to go categorical. We need federal money as well as state money. We must have a definition of what we are doing and it has got to be an operational definition somebody can measure in dollars and cents, in credit hours, teacher preparation, and in course sequence. That is what gets funded categorically.

Let me give you a warning! There is always someone, like Green of Oregon, in the Congress who wants to get the federal government out of this and pour all this money into the state as a blank check, and then let people

like Bailey fight over who gets what. Fortunately, there are some wiser Senators and Congressmen who hopefully will stifle these points of view.

Now I have used a few adjectives here and there. I have done it on purpose. I am trying to call your attention to the fact that you have to go categorically; you have to have standards, and the standards ought to be high. If we approach the legislature with facts, high standard facts, then the chances of our getting categorical funding will be improved. Thank you very much. We are open for questions!

QUESTIONS AND ANSWERS

Question

I would like to direct this to Mr. Cahow. I do not understand his point that 15, 16, and 17 year-old students should not be enrolled in vocational education courses in high school since they cannot get jobs.

Answer

(Cahow) Well, what are the employment opportunities for 15, 16, and 17 year old boys or girls? The point is there are no 15 or 16 year-old boys or girls that have completed vocational programs at the secondary level. Most of them are at least 17, and most of them are 18.

Question

I would like to ask Bill Martin who has just completed a year of running a vocational school down in southeast Indiana, to respond to the question about employment opportunities for secondary school graduates who have completed a vocational course of study, if it is agreeable to you Mr. Chairman.

(Chairman) Yes, will Mr. Martin please come forward.

Answer

(Martin) This point of justifying vocational programs on the secondary level in relation to employment opportunity is indeed a proper question. Many people are worried about this. Actually this past year was our first year of operation, and we graduated 63 persons who had completed programs. In the main these people were out-of-school, post high school people who attended on a full-day basis. So our experience really does not pertain specifically. But I do recall that out of these 63, I think there were some 18 high school students who were just graduated from high school. I can recall one instance in the auto mechanics program that this fellow graduated at 18, went to work for John Snyder in Indianapolis who operates a large diesel service shop. I talked with John last week and he said this fellow was getting along just fine and was happy that he was going to be with him. They had him up to $3.30 an hour and he felt that if he stayed with him for four years he would be making at least $7.00 an hour. Now this is certainly an employment situation that would not have been available to this person, had it not been for his opportunity for vocational training at the secondary school level.

We are in the process now of making a very thorough follow-up study contacting the graduates, contacting their employers, and compiling various kinds of data to give us the information we need for program improvement and improvement of our placement services in particular. But we definitely feel that there are employment opportunities. A service station attendant is an employment opportunity. I would rather see a person working in a service station as an attendant than not working at all, just out on the street. He, as an attendant, is a contributing member of society and not a recipient of some sort of welfare program. And it might be that in order for him to become employed as a service station attendant a certain amount of training can be beneficial to him, can help open the door to this. For example, we are working closely with the Standard Oil people in Indiana and they are furnishing us with quite an extensive amount of training materials for service station attendants and operators. We combine this with D.E. and related programs and it is proving to be a very worthwhile program for persons who are not capable of some of the higher level programs. I feel as far as employment opportunity is concerned it is justified. I have a daughter, 17, and she is working this summer, and so I think that there are jobs available.

But there are many, many other kinds of justification for vocational education at the secondary level. One of the most prominent certainly is the fact that here is somebody that we can get next to, here is something that we can use as a tool for stimulation and motivation and for building a fire of interest within the person at the stage of life when he is generally beginning to feel his oats, and when he is maybe beginning to think about quitting school. We can retain the person in school through his own prerogative much better if we have a vocational program where there is enough diversification of offerings, much easier than we can if we have a very limited number of academic tracks. In fact, we have high school students who stay in school even though they may not be interested, and they graduate from what is called the general curriculum. By the time they are finished they find themselves all dressed up and no place to go. And so I think that vocational education at the high school level is most certainly justifiable. I think that we are at the time now where it not only is justifiable, it is an absolute necessity. If we are going to gear to the world of people we have to gear to the world of work also. We in vocational education certainly need to broaden our horizons of thinking as far as the role or responsibility we need to play. I think we need to think about ways in which we can stimulate and motivate people.

Not long ago I talked with Dr. Paul Briggs, Superintendent of Schools in Cleveland. Dr. Briggs talked about some of the real social problems they are having in the schools like the Edison School. Not only do we in vocational education have to provide an opportunity, but we have to be able to stimulate and motivate people. I have to start thinking about working down in the junior high and even the elementary level to get these people sensitive to the world of work, sensitive to their role and responsibility as contributing members of society.

(Chairman) Thank you, Bill Martin.

Question

How do we involve people that should be involved in future legislation patterns. We could easily go off on one tangent -- which the Superintendents' Association does not support at all, believing that we should do it differently, and therefore we are defeating the whole purpose.

Answer

(Ianni) That is an excellent question. I think that one of the real solutions to that problem is that we have a dialogue within our own association or organization and that we come to some agreement that this is what we ought to do, legislatively. But then we are disappointed when the thing does not materialize. It is related to the comments that Phil made morning regarding seven bills sponsored but successful with only two. That is a pretty good batting average on legislation. We in MASA had about a 14 point program of which at least four of the vocational items were included and we were successful with about four. And I am just as impatient as Bill. I am disappointed because we did not get 14 even though we recognize that many of these propositions must have exposure for other organizations and people to get involved in the dialogue before making up their minds about things and so that they can inject another view. In fact, we recognize that such exposure may invite other points of view, and with the hope we will finally achieve our goal.

Now we have here in Michigan, whether you realize it or not, something we call an educational council. This educational council exists because of the efforts of the State Superintendent of Public Instruction. The idea is that people from organizations that are interested in educational legislation, meet in a type of round table discussion and indicate the kinds of goals that they have relative to legislation. I found out that this year that this does not accomplish the thing that I hoped it would accomplish because we never attempt to get out of any organization a commitment to certain pieces of legislation. So consequently I found that the people who objected to the kind of legislation that we were promoting actually were peop'e in the educational groups. And why did they? Well, we were not effective in going to these people before hand and effecting a dialogue so as to get another point of view. I think that this is what we will have to do better in the future. You can meet here today and decide all kinds of things, but if you do not let us know in MASA and you do not let Helen Field know in her organization you may be disappointed to find that what you had hoped would be accepted was rejected. You will probably get your ears beaten-in. I can stand here and say that I have had mine beaten-in good by the School Board Association on a piece of legislation that I thought would in general be accepted. I had taken a great deal for granted and I should not have. So this is the thing that I think we need to do and do better. And I do not think we need to expect that the things that we promote will be accomplished in one year.

I was just reading an article about a month ago by Paul Douglas who served in the U.S. Senate for about 16 years. Douglas was just this kind of an impatient individual. And he said that he learned very early in the game that sometimes it took quite awhile to achieve the objectives and the goals that he had set in legislation. So I think that this we must understand and accept if we are going to be successful.

(Chairman) We do have time for only one more question.

Question

I have a question for Representative Smart. What do you believe should be the role of the State Department in the establishment of a sound state plan for vocational education? In his talk Nick made suggestions on coming up with definite recommendations including cost estimates, and also indicated that we should be vocational educators. What should be the role of the State Department?

Answer

(Smart) Well, I think they should assume a leadership role. After all, in the Constitution the State Board of Education is given specific responsibilities to approve educational enterprises of various kinds and so I think that they should assume a leadership role.

SUMMARY*

There is a generally accepted desire to provide more people with the necessary competencies to enter and succeed in the world of work. Resolutions, reports, news releases and many other kinds of published items attest to the desire to help people, people from all walks of life and from all kinds of background without reference to race, color or creed. Much of this desire has been expressed in the direction of making education more relevant to the world of work for a larger number of people.

Sometimes the roadblocks to progress are perceived to be rooted in laws and policies which relate to education. In Michigan, the legal base is quite clear for development of area vocational education programs through the use of the shared-time concept. Such programs may be developed through the joint efforts of two or more school districts, or through cooperative efforts involving both public and non-public schools. Intermediate school districts in Michigan may not operate area vocational education programs, but that restriction is generally viewed as no hinderance to the development of effective area programs.

Questions dealing with the administrative organization for conducting area vocational education programs in Michigan usually deal with concepts such as:

1. How can the area vocational education program be administered so as to avoid "separateness"?
2. How can coordination be achieved between the secondary school program and the post secondary school program?
3. What uniqueness, if any, is required in the administrative arrangements for an effective area vocational education program?
4. What should be the role of the intermediate school district in relation to the area vocational education program?

Michigan, with its widely varying characteristics from area to area, has adopted a state policy which permits much flexibility in the administrative arrangements for conducting area vocational education programs. In a few areas, the community college is serving as the administrative unit for the area vocational education program. The facilities and staff of the community college serve as an occupational education service center with high school students coming from public and non-public schools within the service area.

In other areas, combinations of K-12 school districts, usually working with vocational education consultants from the intermediate school districts, have planned and implemented area vocational education programs administered by one of the K-12 school districts. The facilities at the "central school" become an extension of the facilities at the "home school" for the students. The shared-time concept encompasses the arrangements for students from both public and non-public schools.

---

*Written by Dr. O. Donald Meaders, Associate Professor, Department of Secondary Education and Curriculum, and Project Leader for the Shared-Time Concept Project.

In a few cases, in the larger school districts, administrative arrangements have been made for students from one high school to go to another high school (part-time) for their specialized occupational education program while retaining their membership in the home high school.

The most dominant factor identified by educators in Michigan as being the element prohibiting development of area vocational education programs is finances. In general, the need is identified for higher levels of financial support from state and federal sources. The funds are needed for both capital outlay and operating expenses. And in general, there is agreement that in Michigan, the additional funds to meet the statewide needs for vocational education cannot be secured through the existing structure which utilizes the local property tax as the source of local funds for both operating and capital outlay expenditures.

Several positive suggestions have been made regarding approaches to take to bring about improvement in the financing of vocational education. Some of these suggestions include:

1. Development of materials which give substance to what is meant by vocational-technical education programs.
2. Development of projected amounts of state and federal money required to implement and maintain a quality program of vocational-technical education. (Note: This should be identified as a part of the *investment* in education rather than *costs* of education.)
3. Dialogue must be established and maintained among the several educational groups in Michigan so as to develop a broad base of understanding of, and support for, the financing of vocational-technical education.
4. Requests for additional financial support should be in the form of categorical aid for vocational-technical education.
5. Vocational-technical education programs should be considered as one of the necessary means for solving existing problems in society (but not a panacea for all ills!)
6. There should be greater involvement by educators in the political process.
7. The shared-time concept offers a positive approach to improvement of education for vocational development of youth as an integral part of an educational program (rather than through separate vocational schools). As such, it projects unity for financial support of education rather than diversity.